

7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Burnett County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Sand Lake, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the Town of Sand Lake and Burnett County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Sand Lake's plan for intergovernmental cooperation is to continue to rely on intergovernmental arrangements for the efficient provision of community facilities and services, to improve the planning and regulation of development along community boundaries, and to continue ongoing communication with other units of government. The Town of Sand Lake has cooperated with Burnett County, neighboring towns and the St. Croix Tribal Government for many years, but hopes to build on these past successes to accomplish even more in the future.

In order to implement the town's plan for intergovernmental cooperation, this plan recommends continuing to meet and plan together on a multi-jurisdictional basis. Over the long term, the town will continue to support sharing of services and facilities where there are sustainable benefits to town taxpayers. The town will also review opportunities to share equipment with neighboring jurisdictions, pursue cost-sharing or purchase agreements to help drive down costs, and review opportunities to consolidate services while maintaining service levels. The town will consider wellhead protection as a priority when reviewing development proposals in municipal well recharge areas.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the Town of Sand Lake.

- ♦ Cooperative road maintenance and plowing agreement with the Town of LaFollette for shared roads: Larrabee Subdivision Road and Shrider Road.
- ♦ Cooperative road maintenance and plowing agreement with the Town of Menon for shared road: Lily Lake Road.
- ♦ Cooperative road maintenance and plowing agreement with the Town of Jackson for shared roads.

7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

School Districts

The Town of Sand Lake is located within the Webster and Siren School Districts, and generally has a good relationship with the districts.

Burnett County and its communities maintain cooperative relationships with their school districts. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members.

Lake Protection and Sanitary Districts

There are no sanitary districts or lake protection districts within the Town of Sand Lake.

Adjacent Local Governments

The Town of Sand Lake has agreements with the Towns of Jackson, Meenon and LaFollette concerning road maintenance and snowplowing on shared town roads (see Section 7.2).

St Croix Chippewa Tribe

Burnett County and the Town of Sand Lake maintain a cooperative relationship with the St. Croix Tribe. Some tribal lands exist along the southern edge of Big Sand Lake within the Town. The Burnett County Human Services Division has several agreements for shared service, including providing home delivered meals---“meals on wheels”---for members of the tribe, shared programs through the Mental Health/Alcohol and Other Drug Abuse, and joint public health preparedness programs.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication between communities and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Burnett County Town of Jackson Town of Meenon Town of LaFollette
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Burnett County
♦ Utilize a coordinated process to update and amend the comprehensive plan	Burnett County
♦ Work with the school district to anticipate future growth, facility, and busing needs	Webster School District and Siren School District
♦ Share excess space at the town garage	Village of Webster Village of Siren Town of Jackson Town of Meenon Town of LaFollette
♦ Share community staff	Village of Webster Village of Siren Town of Jackson Town of Meenon Town of LaFollette
♦ Share office equipment	Village of Webster Village of Siren Town of Jackson Town of Meenon Town of LaFollette
♦ Share construction and maintenance equipment	Village of Webster Village of Siren Town of Jackson Town of Meenon Town of LaFollette
♦ Continue to coordinate shared services and contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	All towns and villages in Burnett County
♦ Reduce conflict over boundary issues through cooperative planning	Town of Jackson Town of Meenon Town of LaFollette
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas	Village of Webster Village of Siren

Opportunity	Potential Cooperating Units of Government
♦ Improve the attractiveness of community entrance points	Burnett County Village of Webster Village of Siren

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Concern over too much intervention by Burnett County and the state relative to local control of land use issues.	Adopt a local comprehensive plan Take responsibility to develop, update, and administer local land use ordinances and programs Maintain communication with Burnett County on land use issues Provide ample opportunities for public involvement during land use planning and ordinance development efforts
♦ Residential development planned adjacent to agriculture or forestry areas across a town boundary	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings Continued meetings of the County Planning Committee with representation from every Burnett County community
♦ Concern over the ability or willingness of Burnett County to implement the recommendations of town plans	Distribution of plans and plan amendments to adjacent and overlapping governments Continued meetings of the County Planning Committee with representation from every Burnett County community After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances
♦ Vastly different zoning and land division regulations from one town to the next	Distribution of plans and plan amendments to adjacent and overlapping governments After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances

Potential Conflict	Process to Resolve
	Continued meetings of the County Planning Committee with representation from every Burnett County community
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings
	Continued meetings of the County Planning Committee with representation from every Burnett County community
	Cooperative design review ordinance development and administration
♦ Concern over poor communication between the town and the school district	Distribution of plans and plan amendments to adjacent and overlapping governments

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Foster the growth of mutually beneficial intergovernmental relations between the Town of Sand Lake and other units of government, and the county.

Objectives:

- A. Consider options to reduce the cost and enhance the provision of coordinated or consolidated public services and facilities with other units of government including the St. Croix Tribe.
- B. Encourage the use of joint purchasing and shared service arrangements with other units of governments where applicable to lower the unit cost of materials and supplies for such things including, but not limited to, office supplies, roadwork supplies, vehicles, equipment, professional services, and insurance.
- C. Provide leadership for community cooperation efforts in the comprehensive plan development, adoption, and implementation processes.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and

recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies and Recommendations

- IC 1. The Town shall pursue opportunities for sharing or contracting out town staff or facilities.
- IC 2. The Town shall support the consolidation or shared provision of public services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized.
- IC 3. The Town shall annually review intergovernmental agreements for their effectiveness and efficiency.
- IC 4. The Town shall discuss and evaluate transportation issues that affect the Town and neighboring communities with that community, Burnett County Highway Department and Wisconsin Department of Transportation, if necessary.
- IC 5. The Town shall continue cooperative planning efforts with surrounding towns, villages, districts, associations, service providers and the County.

7.7 Intergovernmental Cooperation Programs

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the *Intergovernmental Cooperation* element of the *Burnett County Inventory and Trends Report*.